



Virginia Enterprise Applications Program

Report to the
Information Technology Investment Board,
Chairman, House Appropriations Committee,
and Chairman, Senate Finance Committee
in response to
2008-2010 Budget Bill

Executive Summary

This report responds to the 2008 Budget Bill language requiring the Virginia Enterprise Applications Program (VEAP) to provide a report to the Information Technology Investment Board, Chairman House Appropriations Committee and Chairman Senate Finance Committee. The language directs

"The VEAP Office Director shall submit a report to the Information Technology Investment Board and the Chairmen of the House Appropriations and Senate Finance Committees describing the progress that has been made to date in the development of enterprise-wide solutions to modernize the Commonwealth's central administrative systems and data repositories. This report shall describe the components of the existing central administrative systems, the proposed components or services to be included in any modernized administrative systems, the required timelines necessary for the implementation of the new administrative systems, the costs associated with the development and implementation of these new administrative systems, and the selection process that would be used for choosing sub-contractors to perform the development, implementation, and integration services necessary for the new administrative systems by no later than September 1, 2008."

Modernization of central administrative systems is crucial for the long term health of government business. Central systems collect much of the basic data that provides the information required to run a successful government. Enterprise-wide solutions, that complement and encompass the central administrative systems, provide the opportunity to turn the data not only into information, but also into knowledge. This knowledge allows government leaders to make better, faster, more accurate decisions in the day to day running of government. VEAP has been tasked with developing enterprise-wide solutions to modernize the central administrative systems. This report provides the progress VEAP has made to date.

VEAP has been working with a number of agencies to define and execute a strategy for enterprise-wide solutions that will be successful in all economic environments, both prosperous and lean. Realizing the current economic realities, and sensing agency desire to participate, VEAP has begun to partner with agencies to leverage opportunities from existing projects. Through a spirit of cooperation, VEAP and agencies have created enterprise-wide solution opportunities which will extend agency initiatives to the Executive Branch and localities. These opportunities provide new and enhanced services at a reduced cost through the shared services model. As an example, VEAP and the Virginia Department of Transportation (VDOT) have collaborated for the replacement of VDOT's aging financial management system, and development of a base system to ultimately replace the 30 year old central administrative system, Commonwealth Accounting and Reporting System (CARS). This effort provides the steps necessary to replace CARS and provide a basis for future development of new modules to greatly extend the capability of our current central financial management system. This modified plan will deliver a financial solution for VDOT, and a base system for the Department of Accounts; with VDOT knowingly and willingly accepting the majority of the initial risk on the program.

VEAP has used the VDOT collaboration as a model for a series of agency collaborations which will deliver solutions to Commonwealth business requirements. For example, VEAP's collaboration with the Department of Environmental Quality is providing an Enterprise Content Management shared services solution. VEAP, the Department of Mines, Minerals and Energy and VDOT joined forces to deliver a pilot digital signature capability for future use throughout the Commonwealth. VEAP, the Department of General Services, Department of Business Affairs, and the Department of Taxation are collaboratively developing electronic forms (e-forms) for Phase II of Business-One-Stop. Business-One-Stop provides an enhanced service to businesses by reducing the administrative requirements for business creation; with the ultimate goal of reducing the number of vendor portals into the Commonwealth. All of these efforts provide building blocks necessary for future, shared enterprise-wide solutions.

When discussing central administrative systems, one generally thinks of financial, human resources, supply chain and administrative systems. However, modernizing central administrative systems requires developing enterprise-wide solutions that extend beyond the central administrative systems. In many instances, the Commonwealth could procure duplicative capabilities if viewing enterprise-wide systems as only central administrative systems. As an example, if the central administrative procurements include necessary reports and analytics, the Commonwealth could easily procure duplicative and competing tools. By pulling the reports and analytics out of the central systems, the Commonwealth procures a single capability not only for the central systems, but also for multi-agency use. After analyzing past due diligence data, VEAP initiated the Business Intelligence (BI) initiative. Business Intelligence is the umbrella term for reports, analytics, and dashboards to "unlock" the knowledge contained within the Commonwealth data. The BI initiative will provide the Commonwealth with a new, shared service concept. This shared service extends powerful BI capabilities to small and medium size agencies which otherwise could not afford or did not possess the expertise necessary to deploy BI within the agency. Currently, more than 20 agencies are working with VEAP to establish the BI shared service offering and the Business Intelligence Competency Center. Information on the procured BI tool has also been provided to the vendors currently writing proposals for the VDOT/VEAP financial management solution.

Critical to the collaborative and shared service strategies is the VEAP's Change Leadership philosophy. VEAP is using a step-by-step process for developing and executing an approach that will inform and engage government leaders and staff and prepare them for a smooth transition to a new work environment. Change leadership is being woven into every aspect of VEAP, as the establishment of VEAP represents both cultural and functional changes to the way in which Commonwealth agencies operate. To this end, a well-thought-out and coordinated Change Leadership program plays a large part in the success of VEAP and its projects.

Designated by the Governor in January 2008, the Chief Applications Officer (CAO) has been working with the Chief Information Officer (CIO) to establish a series of initiatives aimed specifically at enterprise-wide solutions. Using VEAP resources, the office is leading, with agency support, efforts within Commonwealth application portfolio, enterprise applications strategy, and enterprise data standards. Each of these initiatives will support, and are necessary

to properly plan and develop, the larger enterprise-wide solutions (and central administrative systems) within the Commonwealth.

Throughout these past 18 months, the Director has faced many different challenges. But these challenges have provided opportunities; opportunities which have been embraced by agency leaders as not only necessary, but right for the Commonwealth.

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I. VEAP Projects

The following VEAP projects or initiatives provide the progress that has been made to date in the development of enterprise-wide solutions to modernize the Commonwealth's central administrative systems and data repositories. When discussing central administrative systems, one generally thinks of financial management, human resources, payroll, supply chain and administrative systems. However, modernizing central administrative systems requires developing enterprise-wide solutions that extend beyond the central administrative systems. In many instances, the Commonwealth could procure duplicative capabilities if viewing enterprise-wide systems as only central administrative systems. Developing enterprise-wide solutions and shared services that complement and integrate with the central administrative systems provides the Commonwealth the ability to meet the vision of a service oriented, integrated, data centric government.

a. Financial Management

The Commonwealth has undertaken significant efforts to establish an enterprise financial management system. At VDOT, a Financial Management System II (FMS II) upgrade project was conducted from December 2004 through March 2006. This project resulted in detailed planning documents, including identification of 4,000 requirements, Fit-Gap analysis, and a Phase II implementation approach and estimate. Shortly thereafter, the statewide Enterprise

Resource Planning (ERP) project was initiated and VDOT joined forces with the state to collaborate on an "enterprise-wide" solution for financial management, instead of developing an agency based solution. VEAP conducted financial planning from December 2006 through December 2007, where statewide requirements were gathered and Future State Business Process documents were created for financial management functional areas.

In an effort to minimize commercial off the shelf (COTS) software modifications, both VDOT and VEAP have committed to changing existing business processes in lieu of making costly software customizations. VDOT, in particular, identified several FMS II customizations that would not be included in the new financial management system. This list includes: right of way 1099S reporting, automated hired equipment voucher generation, accident reporting related to property damage billing calculations, disaster management, Federal funds planning, general grant administration, and fuel ticket functionality. Additionally, to support the goal of maintaining a COTS solution, the VEAP undertook a Business Process Improvement (BPI) effort as part of the planning work completed in 2007. Dozens of functional processes were identified and logically grouped into roughly 30 BPI "candidates" for reengineering consideration. While many of these candidates are dependent on a new financial management system being implemented, others are not directly tied to a system and can be immediately evaluated at a more detailed level to determine if they should be implemented.

Another very significant accomplishment of the VEAP planning effort was the design of a new enterprise Chart of Accounts (COA). While the current statewide Chart of Accounts has served its underlying purpose for financial reporting, the technical restrictions of the Commonwealth Accounting & Reporting System (CARS) have constrained the Commonwealth's financial data capture and reporting capabilities. In designing an enterprise COA structure, the difficulty lies in striking a balance between meeting the core financial reporting requirements of the Commonwealth and addressing the numerous financial management reporting needs of the individual agencies. The new COA design will meet the core accounting needs, in addition to providing streamlined strategic financial reporting. It will enforce key central controls while also allowing reasonable flexibility at the agency level to meet agency financial data capture and reporting needs. The new COA structure will drive the enterprise data standards so the Commonwealth's financial data can be analyzed more efficiently at the consolidated level.

In the fall of 2007, it was determined that there was not sufficient funding for implementation of the "enterprise-wide" VEAP financial management solution. VDOT, however, still faced a very significant operational risk with its FMS II application. As a result, VDOT needed to move forward with the replacement of FMS II. VDOT and VEAP worked with key stakeholders, both internally and externally, to develop an approach that meets VDOT's immediate needs for a new financial management system, while providing the state a path to move forward with an enterprise solution.

The scope of this project can be divided into two logical parts. Part 1 is the replacement and rollout of a new financial management system at VDOT. The functional areas in scope include General Ledger, Accounts Payable, Accounts Receivable, Project Accounting, Purchasing and Time and Attendance. At the end of this phase, a new COTS ERP will be

configured and tested, the necessary technical infrastructure potentially will be implemented, significant VDOT data will be converted to the new application, a financial data warehouse will be established and over 5,000 VDOT users will be trained. Part 2 is the establishment of a second instance of the application which will serve as the "Base" ERP for the VEAP program. Upon initial rollout, the system will be fully configured and tested and new system interfaces will be established. As funds are available, the Commonwealth can then roll out the application to user agencies until all current CARS only agencies are using the new application.

Several other VEAP initiatives will also play an important role in the establishment of an enterprise financial management system. Some of the Business Process Improvements that were identified during VEAP planning are being carried forward as part of this implementation. The establishment of Data Standards, a new Chart of Accounts, and an enterprise Business Intelligence solution are all critical to the success of the new FMS. FMS project team members are working closely with VEAP staff to ensure that deliverable milestones are met to coincide with the efforts of the FMS project.

The FMS project received Development Approval from the Information Technology Investment Board (ITIB) in April 2008. Since that time, the project team (comprised of VDOT, Department of Accounts (DOA), VEAP and VITA staff) has developed and released a Request For Proposals (RFP) for software and system integration services for a statewide financial management solution. The RFP process will be completed in the spring of 2009 and the project implementation is slotted to begin in June 2009. While the final project schedule will not be determined until a system integration partner is engaged, initial estimates plan for a "go live" of the VDOT FMS by June 2011 and the statewide "base system" 6-9 months later. Additionally, the final project budget will not be baselined until a system integration partner is engaged, but preliminary estimates indicate this project to be an estimated \$40m over a 4 year period.

Progress made to Date	System Integration and software RFP released to vendors.
Components of Existing Systems	FMS II: General Ledger, Accounts Payable, Accounts Receivable, Project Accounting, Purchasing, Time and Attendance, right of way 1099S reporting, automated hired equipment voucher generation, accident reporting related to property damage billing calculations, disaster management, Federal funds planning, general grant administration, and fuel ticket functionality
	CARS: General Ledger, Accounts Payable, partial Accounts Receivable
Proposed Components/Services	FMS II: General Ledger, Accounts Payable, Accounts Receivable, Project Accounting, Purchasing and Time and Attendance
	CARS: General Ledger, Accounts Payable partial Accounts Receivable, and the ability to add modules as required.

Timelines	VDOT: Go-live approximately 2011-2012
	VEAP Base: approximately 6-9 months after VDOT
Costs	~\$40M to include VDOT FMS costs
Sub-contractors Selection Process	The Commonwealth policies for competitive bid incorporating SWAM guidelines for sub-contractors will be utilized for this procurement.

b. Performance Budgeting

The Performance Budgeting project was initially part of the overall statewide ERP implementation to replace aging Commonwealth administrative systems. Under the Financial Management ERP initiative, extensive work was performed to document the current state processes supporting statewide strategic planning and budgeting. A future state for the Commonwealth was also defined which integrates strategic planning, performance measurement, and budgeting based on Performance Budgeting principles and best practices. The future state document was completed in the summer of 2007 and serves as the basis of the current Performance Budgeting efforts.

An RFP for Performance Budgeting was released in February 2008, and in March 2008, proposals were received from the vendor community for Performance Budgeting (PB) application software. After an extensive review of the proposals, it was determined by the PB Evaluation Team that none of the proposals adequately addressed the Performance Budgeting needs of the Commonwealth. In June 2008 the RFP was closed without award. The PB Evaluation Team immediately began the process of conducting a “lessons learned” exercise to document the issues and efficiencies of the Performance Budgeting RFP and prepare an action plan for development and release of a new RFP.

Development of a revised RFP based on the action plan is underway and tentatively scheduled for release in the fall of 2008.

The new performance budgeting system will integrate communication of executive direction, strategic and service area planning, performance assessment, operating and capital budget development, six-year financial and capital plans, continuous performance monitoring (performance measure results, scorecards, and dashboards), and program and activity reassessments.

The implementation of a new performance budgeting system along with changes to existing strategic planning and budgeting processes will provide a number of benefits and improvements to performance budgeting in the Commonwealth of Virginia. In the future, strategic planning will be a process of developing long-term policy-oriented plans that link the present with a statewide vision of the future. Strategic planning will become the foundation for resource allocation decisions in the budgeting process. Budgeting will use analytical information on outcomes linked to resource use by program and will shift resources to meet changing needs.

Performance budgeting in the future will connect actual and targeted results to spending while establishing an environment to discuss, evaluate, and re-evaluate earlier decisions.

Some of the additional operational efficiencies and benefits associated with the new performance budgeting system will include elimination of redundant data entry and reconciliation; automated workflow capabilities; reduced risk associated with dated applications and the aging workforce most familiar with them; a flexible and extensive account classification structure; central and agency-required business processes; a web-based, intuitive user interface; integrated and powerful reporting capabilities including management reporting tools; decision analytics and management performance dashboards, as well as a variety of standard reports, inquiries, and tools; and comprehensive security and internal controls.

The future state system architecture will be determined based on proposal evaluation and negotiations. The preferred approach is for a COTS application which can support all processes defined for the Performance Budgeting Future State Environment. However, other options will be considered based on the application software market at the time proposals are being evaluated.

VEAP and the Department of Planning and Budget envision a Performance Budgeting solution that will seamlessly integrate strategic planning, performance measurement, budget development and budget execution into a shared database or integrated databases. The final configuration will be determined after evaluation of vendor proposals received in response to the new RFP. Data from the transactional system supporting Performance Budgeting will be available for reporting and analysis by employing the Commonwealth Business Intelligence tools.

Progress made to Date	Requirements defined, future state developed, RFP in development.
Components of Existing Systems	Virginia Performs (VaPerforms) - Strategic planning, performance measurement, and Performance Budgeting Program Budgeting (PROBUD) – Budget Development Form 27 Automated Transaction System (FATS) – Budget execution Web Based Budget Entry and Reporting System (WebBears) – Budget Input BudgetWise – Budget Reporting ExpendWise – Expenditure Reporting
Proposed Components/Services	Communication of executive direction, strategic and service area planning, performance assessment, operating and capital budget development, six-year financial and capital plans, continuous performance monitoring (performance measure results, scorecards, and dashboards), and program and activity reassessments
Timelines	Release of revised Performance Budgeting RFP –

	November, 2008 Contract Award – June, 2009 Project Start – July, 2009 Project Phase I Completion – December, 2010 Project Phase II Completion – December, 2011
Costs	~\$10M over 2 years
Sub-contractors Selection Process	The Commonwealth policies for competitive bid incorporating SWAM guidelines for sub-contractors will be utilized for this procurement.

c. Human Resources

The Enterprise Applications Program has initiated discussions with the Department of Human Resources Management (DHRM) and DOA for the replacement of the Commonwealth's Human Resource (HR) and Payroll centralized systems. These discussions have resulted in a plan for DHRM, DOA and VEAP to formalize an agency working group to identify requirements, analyze alternatives, and select a course of action for the Commonwealth.

VEAP anticipates the working group will convene in September 2008, collect requirements and analyze alternatives throughout the fall, and develop a recommendation in early 2009. Possible alternatives include modernization of the current systems, building a new integrated system, purchasing a commercial ERP software product, and utilizing a commercial Software as a Service vendor.

The Commonwealth's current centralized HR and Payroll systems are the Personnel Management Information System (PMIS), Commonwealth Integrated Personnel Payroll System (CIPPS), Recruit Management System (RMS) and the Benefits Eligibility System (BES). Future components and data repositories for Human Resources and Payroll could include Time and Labor, Benefits, Compensation, Workforce Development, Performance Management, Staffing and Payroll. Final determination of which components to include will be made with the upcoming agency work group sessions, along with DHRM, DOA and VEAP.

Final determination on the data repository(s), timeline, cost and selection process for sub-contractors will be dependent on the solution recommended by the working group, DHRM, DOA and VEAP.

Progress made to Date	DHRM commitment to establishment of working group.
Components of Existing Systems	Personnel Management Information System (PMIS) – Personnel, Position Classification and Management, Personnel Action Processing, and evaluation Commonwealth Integrated Personnel Payroll System (CIPPS) - Payroll Benefit Eligibility System (BES) - Benefits Recruit Management System (RMS) – Recruiting
Proposed Components/Services	Not yet determined, but potentially personnel management, time and attendance, benefits,

	compensation, workforce development, performance management, position management, and payroll
Timelines	September 2008 - Establish work group Fall/Winter 2008 - Conduct analysis of alternatives Winter/Spring 2009 – Identify course of action
Costs	To be determined following course of action identification
Sub-contractors Selection Process	To be determined following course of action identification

d. Business Intelligence

VEAP's Business Intelligence initiative emerged from discussions and due diligence with agencies regarding the modernization of central administrative systems. In these discussions, VEAP understood that, regardless of whether a system was a central administrative or not:

- Commonwealth's decision makers and its citizenry had limited visibility into timely, authoritative and 'actionable' information
- Business inefficiencies within and across agencies go unaddressed because employees have not been provided the tools and services to "unlock" the information in existing data repositories.

VEAP recognized that by applying business intelligence tools (i.e., tools that deliver advanced reporting, analytics, alerting and dashboarding capabilities) to the Commonwealth's data, it could enhance and transform the way government gets done – within and across agencies for central administrative systems and agency systems. This recognition regarding the importance of business intelligence tools is a focus within the private and commercial sectors¹. VEAP also realized the introduction of new tools would require a well conceived plan to equip Commonwealth resources. This plan would include the use and deployment of the BI tool in a manner which supported desired business transformations and avoided unnecessary dependence on contractor resources.

Thus in October 2007 VEAP undertook the Business Intelligence Initiative with the following six key objectives:

#1 - Coordinate efforts to select a business intelligence toolset with capabilities to meet Commonwealth and agency BI needs

Historically agencies in the Commonwealth have procured BI tools independently of one another. Although this approach has allowed some agencies to address their BI objectives, it has not captured the cost saving and operational efficiencies that could be realized through a Commonwealth-wide procurement. The VEAP-coordinated effort provides an opportunity to

¹Refer to "Gartner EXP Survey of More than 1,400 CIOs Shows CIOs Must Create Leverage to Remain Relevant to the Business" at <http://www.gartner.com/it/page.jsp?id=501189>

secure more favorable licensing and maintenance pricing that could otherwise be gained by approaching BI procurement on an agency by agency basis; saves the time of Commonwealth resources (at different agencies) from having to continually evaluate/re-evaluate BI products, and begins efforts to realize efficiencies of scale in developing, training, deploying and supporting BI implementations.

Objective Accomplished – Excellent Results. Working together, VEAP and VITA Supply Chain Management (SCM) coordinated efforts among multiple agency representatives to define requirements for and evaluate responses to a Business Intelligence RFP. On July 23, 2008, VITA SCM awarded a contract to LogiXML, a Virginia, small business certified company headquartered in McClean, Virginia. This contract provides agencies with a vehicle to the procure software tools and services at very favorable prices to agencies and with strong price protections. The contract also provides a means for public bodies in localities and even other states to purchase licenses, support and maintenance. In addition, this contract provides maintenance at a much lower cost percentage (10% of license fees versus a more typical 20+% of license fees) than generally extended by vendors.

#2 - Develop and publish policy that establishes a set or set of BI tools as a Commonwealth standard

Standardization introduces a level of savings and operational efficiencies that otherwise is unachievable.

Objective Underway and On Track. VEAP is working with VITA (the IT policy making body in the Commonwealth) to explore developing a policy that agencies embrace because of the clear benefits (in terms of cost savings, efficiencies, delivery of actionable information) it would deliver. VEAP believes that before beginning formal work to publish a policy it would be prudent to allow time to learn lessons from initial implementations.

#3 - Establish a VITA hosted environment suitable for agency BI deployments

By providing a shared environment VEAP provides an opportunity from an overall Commonwealth perspective to reduce or avoid hosting, software, deployment and maintenance costs by consolidating existing and new BI implementations for various agencies into a single environment. Additionally, it enables agencies with needs for actionable information, but with limited or no BI software, to leverage tools made available for their use.

Note: Agencies will not be required to use the shared environment if this environment does not meet their business needs. These agencies can explore standing up their own environment. They would still be able to leverage training and other resources that VEAP would provide (see Objective #4 below for more information).

Objective Underway but with (potentially recoverable) Delay. Planning efforts are underway with VITA/Northrop Grumman (NG) to design, develop and host an environment that multiple agencies can use to satisfy their BI needs (e.g., reporting information internally and on citizen facing websites). The process for requesting service from VITA is known as a Request

for Service (RFS). VEAP's experience with a prior RFS encountered significant delays. VEAP understands that VITA/NG is working to remedy RFS process deficiencies. VEAP was not able to begin planning for the shared environment as early as it had anticipated (due to timing of BI contract award), but has undertaken planning efforts and depending on an updated RFS processes may have the potential (evaluating as of this report) to make up for the later than anticipated start without affecting overall BI Initiative timeline.

#4 - Establish the Commonwealth's own Business Intelligence Competency Center (BICC) that assists agencies with specific BI efforts

VEAP recognizes a BICC as an industry best practice. By implementing one, the information learned by an individual at one agency can be leveraged by others at that agency and in other agencies with the result that learning curves, time and cost to implement are reduced. Additionally, it reduces the need for and dependency on contractor resources to assist with system integration, training and other efforts related to BI implementations because it will have developed expertise among its own resources.

Objective Underway – Strong, Positive Feedback from Agencies. VEAP realized that agency involvement was critical to a successful Commonwealth-wide Initiative. It further recognized that the agencies were closer to day to day business needs and knew their agencies' BI requirements. VEAP has facilitated multi-agency discussions and a BI Summit to allow agencies to provide input that ultimately defines the Business Intelligence Competency Center that the Commonwealth implements and the services that it provides. The response by agencies to this approach has been so positive that VEAP is adopting and applying this approach on many of its other initiatives.

#5 - Create an awareness of and an understanding about the BI Initiative

Clear, consistent, coordinated communication is paramount in achieving any Commonwealth-wide initiative. This type of communication fosters the needed spirit of collaboration and cooperation and even more importantly (but often overlooked) "readies" those for the changes this type of initiative will bring.

Objective Underway and On Track. Coordinating communications for a statewide effort is a tremendous undertaking; however, the VEAP has leveraged its change management resources to assist with this objective and is building a growing understanding among agencies regarding this important initiative. VEAP regularly communicates with multiple agencies through various forums including periodic Agency Information Technology Representatives (AITR) and other meetings, website updates and one-on-one and small group interactions.

#6 - Deliver BI implementations for two agencies within eight (8) months of BI RFP award

Meaningful achievements in the near term will demonstrate the business value that the BI Initiative can deliver.

Objective Underway and On Track. Although there are many more than two opportunities for pilots, VEAP is currently focusing on two. They are:

1. Division of Purchasing Supplies Pilot – This pilot will allow greater visibility into and allow analysis of data from a central administrative system that stores procurement data.
2. TREDs Project BI Pilot – This multi-agency (DMV, VDOT and VSP) project is exploring the use of the LogiXML BI tool across agency boundaries and processes.

VEAP is targeting the achievement of all six objectives by March 2009. The VEAP Business Intelligence Initiative team has grown from one full time contract resource in October 2007 to two in March 2008 and recently (with the award of the BI Contract and need to quickly learn, train and communicate about the new tools) to three full time contractor resources. This team has supplemented its resources with other VEAP technical and change management resources as needed.

VEAP has leveraged the contractor resources to jump start and deliver the Business Intelligence Initiative. However, VEAP is seeking to secure, advertise and fill four Commonwealth positions that would ultimately replace the existing contract resources and support on-going Commonwealth-wide BI efforts.

e. Enterprise Content Management

The VEAP Enterprise Content Management (ECM) initiative is focused on promoting the adoption of ECM throughout the Commonwealth. Prior to a Commonwealth-wide focus on ECM, several agencies had implemented their own agency-specific ECM systems based on a variety of platform solutions. As part of the Governor's Paperless Government Initiative, the ITIB directed the Department of Environmental Quality (DEQ) in 2006 to be the lead agency in the effort to establish an ECM platform standard, select implementation services partners, as well as Commonwealth contracts to support related procurements.

VITA's Supply Chain Management (SCM) division, in conjunction with DEQ, initiated a procurement to designate an ECM platform standard for the Commonwealth. In June 2007, the Commonwealth selected IBM FileNet as the ECM software standard and negotiated a contract to allow agencies to purchase IBM FileNet software components at discounted prices. As a follow-up to this effort, VITA SCM and DEQ initiated a second procurement to select one to many ECM implementation services partners to provide system installation, configuration, and customization services to Commonwealth agencies. In November 2007, the Commonwealth awarded contracts to BearingPoint, CGI Inc, HCL America, and IMC, allowing these firms the right to respond to future Statements of Work (SOW) for agency or other ECM-related implementation efforts. Both procurements were accomplished through VITA SCM's standard procurement process and utilized a selection panel with representation from a diverse set of Commonwealth agencies.

In the fall of 2007, the Secretary of Technology discussed with the VEAP director providing oversight of the Paperless Government Initiative. Prior to VEAP's involvement, the

ECM effort merely provided a contractual vehicle for agencies to procure software or implementation services to further their individual agency ECM goals and objectives and allowed DEQ to lead the initial flagship IBM FileNet ECM implementation. By taking ownership of the ECM Initiative, VEAP sought to transform the Commonwealth's ECM focus to an enterprise level approach by implementing a Shared Services platform, initiating an advisory-based governance model, and establishing a Center of Excellence to further empower agencies to take advantage of the benefits of this technology.

VEAP is working towards establishing an ECM Shared Services platform. This shared services platform will allow small to mid-sized agencies that cannot justify their own ECM solution or larger agencies wishing to pilot ECM in a limited fashion to take advantage of this enterprise-wide solution. In the spring of 2008, VEAP performed a feasibility study of Shared Services alternatives. Based on the results of this study, VEAP determined that demand did exist for an ECM Shared Service. In the summer of 2008, an ECM Working Group was formed, comprised of representatives from Commonwealth agencies and localities that had expressed interest in an ECM Shared Service. This Working Group is designing the model for the Shared Services offering. The goals of the Working Group include:

- Define the business case for an ECM Shared Services offering
- Identify the ECM functionality required of a Shared Services offering that meets the broadest agency needs while balancing cost and complexity
- Define the organization of the Shared Services offering, including whether the platform leverages the DEQ infrastructure, other environment, or is a standalone solution as well as the roles and responsibilities between the agencies, VEAP, and the Shared Service
- Identify the resources required for the Shared Services offering, including both human resources as well as funding needs for server hardware, storage, software licenses, software maintenance, implementation services, and Commonwealth staffing
- Determine the recommended actions to implement the Shared Services model

To date, the ECM Working Group, in collaboration with the VEAP ECM team, has defined the business case for Shared Services, developed an ECM Benefits Statement, and identified the required functionality for the offering. Further, the Group has decided on a multi-platform approach whereby the DEQ infrastructure will be leveraged initially as the Shared Service in a temporary fashion while another platform is developed as the long-term Shared Services environment. The Working Group is continuing to focus on the other goals defined above, including a cost model for how agencies "pay" for participation in the Shared Service, and anticipate making recommendations to the CAO in early fall of 2008. VEAP anticipates that a SOW will be developed and released to the ECM implementation services partners for establishing the Shared Services and a procurement will be initiated for that effort with implementation of the ECM Shared Service anticipated for the fall/winter of 2008.

To further support ECM throughout the Commonwealth, lower lifecycle costs, reduce risks, and improve the results of implementation efforts, VEAP plans to establish an ECM Center of Excellence (CentEx). This effort is in the planning stages and will leverage the outcomes of the ECM Shared Services initiative as well as VEAP's other efforts, e.g. a Business Intelligence Competency Center. The ECM CentEx will be comprised of two high-level components and is

on target to become operational in the winter of 2008/2009. First, the CentEx will include a library of resources for ECM efforts within the Commonwealth. Second, the CentEx will include a core staff comprising an ECM architect, system administrator, business analyst, and project manager.

The final component to the VEAP ECM initiative surrounds developing a governance model. Comprised of multi-agency management level representation, this governance body will serve in an advisory capacity and provide guidance to the ECM Shared Services organization as well as individual agencies as they embark on ECM implementations.

II. Enterprise Supporting Projects

VEAP recognized early the need for smaller, point solutions to meet existing business requirements. Often, these point solutions were to support a specific agency business need, but have greater enterprise-wide solutions applicability. Five such initiatives are detailed below.

a. One Stop Portals

On May 12, 2008 the Virginia Department of Business Assistance, in partnership with VEAP, launched the Business One Stop (BOS) Phase I service. The objective of the service is to provide new businesses in Virginia a single portal that would facilitate business formation by assisting with registration among various agencies and systems. Simply put, it made the process of business formation simpler and more efficient by reducing redundant data capture.

The BOS portal currently provides business registration services to entrepreneurs and streamlines the data capturing process for key forms. Since the BOS launch in May, the service has registered over 1500 new business in the Commonwealth.

Phase II of the service is currently in the design stage. Phase II will enhance the data capturing process but will allow for and support sharing of key data elements by TAX, DGS, DBA and Department of Minority Business Enterprise (DMBE). Ultimately, the goal is to reduce the number of vendor registration portals within the Commonwealth.

b. Web Services

There are many data elements that are captured by BOS for business formation which are also captured by other applications and databases in the Commonwealth. Examples include the electronic procurement system (eVA) and TAX's electronic registration (IREG). Integration and data sharing between these databases would greatly improve the constituent experience, reduce data inconsistencies, promote data standards, increase the SWaM certified pool, and improve compliance, processes and efficiencies.

VEAP is collaborating with TAX, DGS, DBA, and DMBE to build Web Services for achieving data sharing and integration. Ultimately, the vision is to have a Web Services Enterprise Bus that will support the exchange of data throughout the Commonwealth.

c. Digital Signature

A digital signature solution benefits the Commonwealth in a number of ways. First, by enhancing and expanding digital government, it supports the goal of “Best Managed State”. This system increases overall agency efficiency and citizen and industry’s perceptions of government performance. It also supports Virginia’s goal of improving the climate for businesses operating in the Commonwealth.

In August 2008, VEAP initiated a pilot by signing a Memorandum of Understanding (MOU) to provide agencies with a mechanism for obtaining digital certificates, both for state employees and for customers of the agencies. The pilot MOU is with IdenTrust, a certificate authority provider who operates under the federal General Services Administration (GSA) Access Certificates for Electronic Services (ACES) program. The pilot agencies are Department of Mines, Mineral and Energy (DMME) and VDOT. Physicians at the Woodrow Wilson Rehabilitation Center are waiting to join after the initial pilot implementation.

This pilot will allow agency customers to electronically sign/certify and submit documents to the respective agencies. Because VDOT and DMME have some overlapping customers, this pilot will be able to show acceptance of digital signatures across agency boundaries. It will also allow state employees to sign/certify documents internally and externally to the agency and the Commonwealth. The pilot will be conducted through the fall of 2008 to evaluate and fine-tune the processes around procurement and distribution of certificates, training of employees and the customers and use of digital signatures. If the pilot goes well, the expectation is to open the capability to other agencies and will include the other certificate authority on the GSA ACES contract.

Initially, a project for obtaining a digital signature capability was awarded to DMME through an internally competitive process using the Productivity Investment Fund (PIF) lead by the Secretary of Technology. A \$25,000 grant was provided to DMME to procure the capability. VEAP was asked by DMME to support the initiative, and VEAP also became aware of VDOT’s interest. Instead of using the \$25K to procure the capability for state employees and the agencies customers, it was determined that the GSA ACES program would allow state agencies to buy off the contract for state employees, and agency customers to procure the certificates at their own expense. Thus the project became extremely inexpensive (less than \$1,000) for DMME, and the agency returned the \$25,000 grant to the Productivity Investment Fund.

d. Project Management Support and technical guidance

In addition to the items listed above, VEAP is providing project management and technical guidance to the Department of Veteran Affairs, the Secretary of the Commonwealth’s office, supporting the process for managing the Productivity Investment Fund portfolio, supporting various initiatives of the Secretary of Technology, and recently accepting management from VITA to provide oversight and guidance to Virginia Interactive.

VEAP has been coordinating and monitoring two other enterprise-wide solution opportunities within the Commonwealth. The first is a licensing initiative lead by the Department of Health Professions. The second is a financial management cooperative utilizing Mitchell Humphrey financial software, for those agencies who need more business capability than is currently provided by CARS. This project is being led by the Department of Rehabilitative Services, with participation from Department of Emergency Management, the Department of Mental Health, Mental Retardation, and Substance Abuse Services, and Department of Veterans Services.

e. Virginia Election Registration Information System

At the request of the Executive Branch, VEAP assumed management and oversight of the Virginia Election Registration Information System (VERIS) Project Office on June 24, 2008. Prior to June 2008, these services were provided by the Department of General Services, under a Memorandum of Agreement (MOA). The MOA was set to expire in June 2008, and VEAP (as the Commonwealth's enterprise solutions provider) was a natural choice to succeed DGS. VERIS is the successor to the Virginia Voter Registration System, and is the outcome of the Help America Vote Act of 2002 (HAVA). HAVA placed new requirements on states including specific requirements for a "single, uniform, official, centralized, interactive computerized statewide voter registration list defined, maintained, and administered at the State level."

VEAP signed a cooperative agreement with the State Board of Elections (SBE) to provide transitional support services. These support services include a system project team which was previously under the oversight of DGS. The support team's mission is to ensure SBE defined requirements are effectively implemented by it and/or external vendors to ensure election system integrity, and to comply with all relevant state and federal laws with SBE's guidance. Under the terms of the agreement, VEAP is providing "services" in support of the deployment, use and support of VERIS. These services include project management, application analysis, system testing, operational support, program management and direction, defining and executing maintenance support requirements, vendor coordination, database maintenance and support, and product enhancement and corrections. VEAP provides these services with a maximum of 10 Full Time Equivalents, reimbursed by SBE. These personnel include a program director, database administrator/security officer, technical programmers, help desk and business analysts.

The State Board of Elections has a contractual agreement with Quest Information Systems, Inc. for software development, fixes, upgrades, and Tier 2 & 3 help desk support.

III. Change Leadership

Critical to the collaborative and shared service strategies is the VEAP's Change Leadership philosophy. Change leadership is being woven into every aspect of VEAP, as the establishment of VEAP represents both cultural and functional changes to the way in which Commonwealth agencies operate. To this end, a well-thought-out and coordinated Change Leadership program plays a large part in the success of VEAP and its projects.

VEAP's Change Leadership program uses a step-by-step process approach of developing and executing a change leadership program that will inform and engage government leaders and

staff and prepare them for a smooth transition to a new work environment. Change leadership assists in reducing resistance and creates buy-in by establishing active leadership, developing and waging an effective communications campaign, and educating stakeholders. When melded together, these activities enable individuals to adapt and excel in the transformed environment.

Particularly important to the change leadership program is an effective multi-pronged leadership engagement approach and communication program that is directed appropriately at stakeholders in all agencies. Stakeholder engagement strategies are aimed at building VEAP support among members of the General Assembly, the Secretariat Oversight Committee, ITIB members, key agency leaders, and the Governor. Important to the VEAP communications program are: a) providing compelling reasons for VEAP; b) using appropriate communication approaches; and c) employing the right communication vehicles. In this instance “communication approaches” means regular face-to-face program and project presentations and/or updates. The “right communication vehicles” include agency councils, committees, work groups, strategic meetings, stakeholder e-mails, Web-site, Frequently Asked Questions, and program and project calendars.

Change leadership must be woven into every aspect of VEAP, as the establishment of VEAP represents both cultural and functional changes to the way in which Commonwealth agencies operate. To this end, a well-thought-out and coordinated Change Leadership Program plays a large part in the success of VEAP and its projects. This program is about leading change at the program and project levels

The change leadership team, in concert with the VEAP Office, has ensured horizontal and vertical integration of change leadership principles.

Progress made to date includes:

Change leadership strategy

- Developed a change leadership goal: to implement a high impact change leadership approach that is aimed at both VEAP’s overall program and its individual projects
- Developed comprehensive program-level change leadership and communication strategy documents
- Focused change leadership strategy to be practical and responsive
- Developed a process for individual project-based change leadership plans
- Created change leadership plans for the Business Intelligence Initiative and the Enterprise Content Management Initiative
- Drafted change leadership plan for the Performance Budgeting project
- Begun development of communication program for the CAO business strategy effort

Stakeholder engagement

- Program-level stakeholder matrix and strategy
- Facilitated development of project-level stakeholder matrices for BI, ECM and CAO

Web-site

- Shared in initial design and content

- Provided suggestions and content for updates

Development of training policy and training plan template

2007 Financial Management ERP project

- Facilitated program visioning session with steering committee
- Facilitator training for functional teams leaders
- Facilitated data questionnaire process for FM functional teams
 - Coaching teams in survey question development
 - Assisting with survey development
 - Writing and distributing communication documents
 - Managing the Web-based survey process
 - Producing reports
- Produced change readiness assessment report
 - Focus group sessions with FM functional teams
 - 30+ interviews with administration officials, steering committee members, VEAP core team members
 - Change readiness questionnaire
- Developed organization transition process
- Request for Proposal (RFP)
 - Wrote and reviewed solution requirements
 - Worked with evaluation team to develop evaluation criteria and scoring guidelines

IV. Chief Applications Officer

In December 2007, the APA released its report on IT Governance within the Commonwealth. The report identified improvement opportunities within the area of IT governance. As a result, Governor Kaine assigned Peggy Feldmann to the position of Chief Applications Officer and requested assistance of the ITIB in the development of an operational plan to improve oversight and management. To align responsibilities between the offices of the CIO and CAO, the Board directed that an operational plan be developed for role sharing and to delegate code-mandated CIO responsibilities for application governance and oversight to the CAO.

Working together, the Chief Applications Officer and the Chief Information Officer (CIO) developed an operational plan to put greater emphasis within the Commonwealth on data standards, portfolio management, and strategic applications planning.

The data management initiative begins the task of standardizing administrative data within the Commonwealth. The initiative will correlate numerous aspects of data standardization including standardizing data exchange protocols, determining authoritative data sources and streamlining redundant data. The second initiative is portfolio management, specifically determining the Operations and Maintenance portfolio within the Commonwealth. The third initiative of the operating plan will begin to determine “to be” governance of enterprise solutions, to include shared environments and services within the Commonwealth.

a. Data Standards

The Commonwealth's 2008-2010 Budget (item 460) is the driver for the establishment of Commonwealth Data Standards for future enterprise applications. VEAP is leading the initiative and defines data standards broadly as...

A program encompassing the process of planning, managing, controlling and protecting Commonwealth of Virginia shared data assets while supporting the business functions and goals. As a component of the Data Architecture, the program will provide guidance and governance for activities involving planning, definition, design, creation, formatting, storage, access, securing, archiving, maintenance, and sharing of data across the enterprise.

Data management is a comprehensive approach. It addresses establishment of organizational roles and responsibilities, training and change management; a definition of policies and procedures for how enterprise data is defined and managed; and development of a solid infrastructure (tools and workflow processes) for defining and managing data and metadata (data about the data).

VEAP has begun to make progress in this very large and ambitious area. In July 2008, VEAP hired a data management professional to lead the data standards initiative, to define an overall plan for identifying enterprise data standards and to improve current data management practices. This plan will address what standards and practices will be implemented, why these practices are needed (their benefits), who will be accountable, how the work will get done (approach) and when the Commonwealth will see results (timeline).

In the near term, the Data Standards Workgroup is continuing to create an overall plan for implementing enterprise data standards and management practices. Additionally, the Workgroup is partnering with VDOT resources to review their enterprise data requirements for the financial management system project. The process and procedures for the defining and acceptance of enterprise and agency level financial elements in the Chart of Accounts within the financial management project is providing the template for determining enterprise entities that have historically never been defined at the enterprise level (such as vendor and employee). High level standards and enterprise naming standards will be brought forward to the ITIB and CIO in December 2008, with updates every six months.

b. Application Portfolio

The Enterprise Application Portfolio will provide the Commonwealth with a single comprehensive authoritative source of application information that will support inter-agency shared business needs, discover collaboration opportunities across agencies, identify application data and components for potential enterprise reuse, and enable better enterprise IT investment decisions.

VEAP and executive branch agencies are working together to collect a wide range of application information. This information is being self-reported by agencies, as this type of data is difficult to obtain through any automated mechanism. The following types of information will be gathered and associated with an application:

- General Application Information
 - Name, Acronym, Related Applications
 - Description, Line of Business
- Technical Information
 - Deployment type, Client type, Public facing
 - Lifecycle, COTS and customization level
 - Interfaces and support for Web Services
- Databases (data assets)
 - Name, Storage Technology, Size
- Software (tools)
 - Name, Language and Version
- Application Costs
 - Hosting, Hardware, Software
 - Labor, Services

VEAP will ultimately ask each executive branch agency to identify the cost data relating to each application. However, the initial VEAP cost capturing effort will not be at an auditable. Collecting cost data at an auditable level is problematic since most applications share resources, and our current financial management system does not track expenditures by application. We are asking agencies to estimate their application costs when hardware, software and/or labor are shared with other applications.

VEAP is using a targeted approach to application costing and has identified Human Resources (HR) and Payroll as the first set of enterprise applications to be evaluated at a detailed and actionable level. Each agency will complete a costing worksheet for all HR and Payroll applications they maintain within their agency.

In order to minimize the impact to agencies, VEAP is using a multi-phased cooperative approach. Phase I included a pilot with three agencies (DSS, TAX, DMV), a town-hall meeting, the initial data-call for thirty-two data elements, and the development of a repository for storing and accessing the application data. Phase II will extend the data collection beyond the initial thirty-two elements and include a web-based ability for agencies to update the data. Phase III encompasses the larger statewide enterprise architecture initiative, and includes data to support the Business Architecture, Information Architecture and the Solutions Architecture.

VEAP held an application portfolio town hall meeting on August 20, 2008 to “kick-off” the initiative, answer questions, and provide agencies with a mechanism to voice issues or concerns. The effort is on schedule and agencies are currently in the process of filling out the first phase questionnaire. VEAP expects to receive and analyze responses by the end of September 2008. VITA Enterprise Applications and Architecture Solutions is currently

developing the first phase repository and web pages required for agency updates. Phase 1 will be completed in November 2008.

VEAP anticipates Phase 2 will last approximately 9 months, at which time the initial application portfolio setup will be complete. Agencies will continue to maintain their application information in the web-based repository as part of the larger VITA Enterprise Architecture initiative (Phase 3).

c. Strategic Plan for Enterprise Applications

The Commonwealth's model for application planning, development and governance is primarily centered on the agency. This agency centricity applies to both the centralized and non-centralized solutions, and leads to redundancy of business capabilities. Within the CIO-CAO Operational Plan, the CAO was delegated responsibility for strategic business application planning, and the sub-set of enterprise-wide application planning and governance.

The CAO is working with agencies and the Information Technology Investment Management (ITIM) Customer Council to develop a planning document which will provide the Executive Branch with a strategic vision for enterprise business applications, a high level analysis of the planning and governance for enterprise applications and shared services, and recommendations for improving the planning and governance of enterprise applications and shared services.

The CAO has been working since April with the ITIM customer council, the Auditor for Public Accounts, and agencies to develop the vision, analysis and recommendations. When complete, this document will provide the Commonwealth with a vision for enterprise-wide business solutions, to include our central administrative systems and enterprise data repositories; a vision for planning and governing the development of shared services and central administrative systems, their components, to include data repositories, and strategies for the identification and cooperative development of the enterprise applications.

V. Summary

The VEAP Office has responded to the changing environment these past 18 months. Through this period, VEAP has partnered with lead agencies to plan for and/or provide Commonwealth enterprise-wide solutions for the central administrative systems; Financial Management, Performance Budgeting, Human Resources and Payroll.

In addition to the commonly thought of "central administrative systems", VEAP has established partnerships with a variety of agencies and councils to provide enterprise-wide solutions that extend beyond the central administrative systems. These initiatives are serving to reduce duplicative capabilities, which otherwise would have been overlooked. The BI and ECM initiatives will provide the Commonwealth with a new, shared service concept and deliver powerful business potential to a broad range of agencies which otherwise would have found

these capabilities out of reach. The initiatives also reduce development risk inherent within large, resource intensive, central administrative systems.

Critical to the collaborative and shared service strategies is VEAP's Change Leadership philosophy. By using a step-by-step process for developing and executing, government leaders are better positioned for a transition to a new work environment. Change leadership is being woven into every aspect of VEAP, as the establishment of VEAP represents both cultural and functional changes to the way in which Commonwealth agencies operate. To this end, a well-thought-out and coordinated Change Leadership program has played a large part in the success of VEAP and its projects.

With a spirit of cooperation, the Chief Application Officer and Chief Information Officer were able to establish a series of initiatives aimed specifically at enterprise solutions. Using VEAP resources, the CAO is leading, with significant agency support, efforts within Commonwealth application portfolio, enterprise applications strategy, and enterprise data standards. Each of these initiatives will support, and are necessary to properly plan and develop, enterprise solutions (and central administrative systems) within the Commonwealth.

Throughout these past 18 months, the Director has encountered many exciting opportunities; opportunities which have been embraced by agency leaders as not only necessary, but right for the Commonwealth.

Glossary

<u>Term:</u>	<u>Definition</u>
ACES:	Access Certificates for Electronic Services
APA:	Auditor for Public Accounts
BES:	Benefits Eligibility System
BI:	Business Intelligence
BICC:	Business Intelligence Competency Center
BOS:	Business-One-Stop
BPI:	Business Process Improvement
CAO:	Chief Applications Officer
CARS:	Commonwealth Accounting and Reporting System
CentEx:	Center of Excellence
CETR:	Commonwealth Enterprise Technology Repository
CIO:	Chief Information Officer
CIPPS:	Commonwealth Integrated Payroll/Personnel System
COA:	Chart of Accounts
COTS:	Commercial Off the Shelf
COV:	Commonwealth of Virginia
DEQ:	Department of Environmental Quality
DGS:	Department of General Services
DHRM:	Department of Human Resource Management
DMBE:	Department of Minority Business Enterprise
DMME:	Department of Mines, Minerals and Energy
DMV:	Department of Motor Vehicles
DOA:	Department of Accounts
DPB:	Department of Planning and Budget
EA:	Enterprise Architecture
EAAS:	Enterprise Applications and Architecture Solution
ECM:	Enterprise Content Management
ERP:	Enterprise Resource Planning
eVA:	electronic Virginia
FATS:	Form 27 Automated Transaction System
FMS II:	Financial Management System II
FTE:	Full Time Equivalent
GSA:	General Services Administration
HAVA:	Help America Vote Act
IT:	Information Technology
ITIB:	Information Technology Investment Board
ITIM:	Information Technology Investment Management
MSA:	Master Services Agreement
PB:	Performance Budgeting
PMIS:	Personnel Management Information System
PPEA:	Public-Private Education Facilities Infrastructure Act

Appendix A

PROBUD:	Program Budget
RFP:	Request for Proposal
RFS:	Request for Service
SCM:	Supply Chain Management
SOW:	Statement of Work
SWAM:	Small, Women and Minority owned businesses
TAX:	Department of Taxation
VDOT:	Virginia Department of Transportation
VEAP:	Virginia Enterprise Applications Program
VERIS:	Virginia Election Registration Information System
VITA:	Virginia Information Technologies Agency
VTIF:	Virginia Technology Investment Fund
WebBEARS:	Web based Budget Entry And Reporting System

Primary Participants

Financial Management

Armour, Alex (VDOT)
Barton, Mike (DPB)
Boersma, Dan (VEAP)
Coover, Judi (VITA)
Darr, Don (DPB)
Eddleton, Bobby (DOA)
Elam, Chris K. (VDOT)
Feldmann, Peggy (GOV)
Flanagan, Paul (VEAP)
Garcia, Jackie (VDOT)
George, Lora (DOA)
Goldschmidt, Will (VEAP)
Haugh, Bob (VITA)
Howe, Jon (DPB)
Jones, Marcy D. (VDOT)
Kendrick, Don (VITA)
Leslie, Doug (VITA)
Lockhart, Marc B. (VEAP)

McCabe, Kenneth (DPB)
McCabe, Randy DOA)
McCracken, Stacy D. (VDOT)
O'Neill, Edmond C. (VDOT)
Parker, Cynthia A. (VDOT)
Paul Flanagan (VEAP)
Peyton, Rita (VITA)
Rosenfeld, Mitch (DPB)
Salkeld, Dick (DOA)
Sartini, Tim N. (VDOT)
Scott, Linda (VDOT)
Smart, Wanda (VEC)
Wagner, Bryan (DGS)
Watson, Pam (DHRM)
Weaver, Bob (DHRM)
White, Kim (DOA)
Worsham-Cannon, Cindy (VEC)

Performance Budgeting

Alex Armour (VDOT);
Darr, Don (DPB);
Goldschmidt, Will (VEAP);
Hall-Sizemore, Dick (DPB);
Hubbard, Scott (DPB);
Kaczmarek, Patricia (VEAP);
Lawson, John W. (VDOT);
McCabe, Kenneth (DPB);

Rosenfeld, Mitch (DPB)
Rosenfeld, Mitch (DPB);
Rudolph, Barb (VITA);
Scearce, Gregory (VITA);
Sethuraman, Samy (VITA);
Smart, Wanda (VEC);
Smith, Anne (DPB);
Wagner, Bryan (DGS);

Appendix B

Business Intelligence

Alston, Almeater (VEAP)	Kipreos, Mike D. (VDOT)
Barnes, Kimberly (VDH)	Lancaster, Marion (DGS)
Boersma, Dan (VEAP)	Lawson, John W. (VDOT)
Coover, Judi (VITA)	Leslie, Doug (VITA)
Crapser, William J. (VDOT)	Leslie, Doug (VITA)
Eturu, Phani (DEQ)	Meiller, Peter (DEQ)
Faas, Rudy (VITA)	Mira, Belchior (DHRM)
Farmer, Laura A. (VDOT)	Mirshahi, Parvin (DGS)
Fatouros, Jan (DGS)	Nottingham, Leonard (VEAP)
Feldmann, Peggy (VEAP)	Ritter, Arthur (VDSS)
Flanagan, Paul (VEAP)	Salkeld, Dick (DOA)
Gilday, Ray J. (VDOT)	Scott, Linda W. (VEAP)
Goldschmidt, Will (VEAP)	Ward, Herbert (DEQ)
Howe, Jon (DPB)	Williams, Marie (DOE)

Enterprise Content Management

Alvarez, Andres (VDACS)	Jones, Winifred (VDACS)
Berdahl, Siri (LVA)	Judd, Amy (LVA)
Breeden, John B. (VDOT)	Long, Jacob (DOAV)
Brown, Jim (Richmond City)	Morris, Catina (VDSS)
Caris, Barbra (VDSS)	Pierce, Linda (VCU);
Cowan, Prin (MVDB)	Platea, Kevin (VDSS)
Gephart, Vickie (DEQ)	Shirley, Kenneth J., PE (VDOT)
Gillis, John M. (VADOC)	Snyder, Jeff (LVA)
Goode, Jeffrey (Richmond City);	Waiton, Richard G. (VDOT)
Harrington, Sandy (VDACS);	Wilson, Michael (DCR)
Jenkins, Robert H. (DJJ)	

Data Standards

Barnett, Rebecca (DGS)	Mira, Belchior (DHRM)
Cornish, Patrick (TRS)	O'Neill, Edmond (VDOT)
Damico, Joe (DGS)	Perkins, Eric (VITA)
Darr, Don (DPB)	Rosenfeld, Mitch (DPB)
Fatouros, Jan (DGS)	Salkeld, Dick (DOA)

Appendix B

Feldmann, Peggy (VEAP)
Goldschmidt, Will (VEAP)
Hoffman, Nadine (VEAP)
Hood, Mason (DGS)
Hudnall, Brian (DGS)
Lancaster, Marion (DGS)
Lockhart, Marc B. (VEAP)
McCabe, Randy (DOA)
McCracken, Stacy (VDOT)

Sievert, Bob (DGS)
Stone, Kathey (VITA)
Street, Joseph C. (DOF)
Von Moll, David (DOA)
Wagner, Bryan (DGS)
White, Kim (DOA)
Young, Robert (TRS)

Application Portfolio

Boersma, Dan (VEAP)
Goldschmidt, Will (VEAP)
Hammel, Michael (VITA)

Kissam, Todd (VITA)
Rhodd, Easton (VITA)
Tyger, Chuck (VITA)

Application Strategy

Barbee, Billy (DPB)
Benton, Philip W. (DRS)
Burdick, Brett (VDEM)
Burns, James (VDH)
Dodson, Paul (VITA)
Durbin, Larry (TAX)
Feldmann, Peggy (VEAP)
Gluck, Robert (DGS)
Goldschmidt, Will (VEAP)
Helderman, Karen (APA)
Helmantoler, Nicole (VITA)
Hobbelman, Robert (VDSS)
Kemmler, Robert G., Lt. Colonel (VSP)
Lockhart, Marc B. (VEAP)
Lupica, Salvatore (VEC)
McCabe, Kenneth (DPB)

Mitchell, David (DMV)
Mix, David (VDSS)
Monson, Mark (DHP)
Mutter, Melissa (VITA)
Neugent, Lan (DOE)
Platea, Kevin (VDSS)
Rao, Murali (VDOT)
Rosenfeld, Mitch (DPB)
Scott, Constance (VITA)
Scrivani, John A. (DOF)
Simonoff, Jerry (VITA)
Steidle, Ernie F. (WWRC)
Watson, Pam (DHRM)
Whirley, G. A. 'Greg' (VDOT)
Williams, George (VITA)
Ziomek, Dan (VITA)
Zoppa, Bob (VITA)